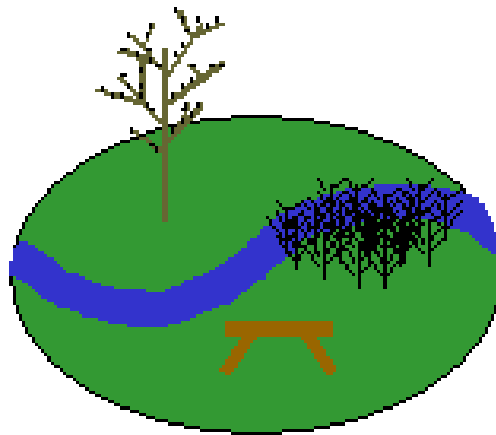


# **Groundwork Minneapolis Feasibility Study and Strategic Plan**

**Steering Committee Recommendation  
February 25, 2003**



Prepared by Brand Consulting, LLC  
In coordination with the  
Groundwork Minneapolis Steering Committee

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This Feasibility Study and Strategic Plan is a consensus document representing the Steering Committee's collective thinking on Groundwork Minneapolis. However, it must be noted that not all Steering Committee members agree to all of the statements in this document. In particular, Mike Harley holds a dissenting opinion on the issue of the establishment of Groundwork Minneapolis as an independent non profit organization.

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## **Executive Summary**

### **Introduction**

The Groundwork Minneapolis Steering Committee, City of Minneapolis (City), Environmental Protection Agency (EPA), and National Park Service (NPS) commissioned this Feasibility Study to evaluate the need for a Groundwork Minneapolis organization that would focus on the conversion of blighted and brownfield properties to community spaces, including parks, open spaces and gardens, green transportation corridors, consistent with the mission of the Groundwork USA initiative.

The Steering Committee and the consultant have worked diligently to determine whether such an organization should be created. Together they have conducted over thirty interviews and attended over fifty meetings with government entities, non-profits, businesses and educational institutions and surveyed Minneapolis neighborhoods. In addition, they have toured over thirty possible project sites, and met with Doug Evans, the Groundwork USA Initiative Manager for the NPS, and Brooke Furio, Brownfields Project Manager for EPA Region V.

Based on its work, the Steering Committee recommends establishing Groundwork Minneapolis as an independent non-profit affiliated with Groundwork USA to help neighborhoods create new community spaces. This recommendation and the other recommendations in the Feasibility Study represent the views of the majority of the members of the Steering Committee. Despite differences on some individual issues, however, all Steering Committee members agree that Minneapolis neighborhoods need more help in creating community spaces than the City or the existing non-profit community can provide at this time, and that Groundwork Minneapolis can fill some of this gap.

### **The Need for Groundwork Minneapolis**

Minneapolis is considered a national leader in brownfield redevelopment. There are a number of state and county grant programs to assist with the assessment and remediation of Minneapolis brownfields for tax base revitalization. More recently, new grants have become available for the assessment and remediation of smaller parcels that will be developed into community spaces. There are also some City departments and non-profits working on the redevelopment of blighted and contaminated properties.

Despite this activity, however, there is still a wealth of vacant blighted or contaminated properties that neighborhoods could redevelop into much needed additional green or community spaces. What is missing is an organization that is devoted solely to the needs of Minneapolis neighborhoods to help with this work. As Kathleen O'Brian, City Coordinator stated at the beginning of the Groundwork Minneapolis process: "There is no single organization that can work with neighborhoods to bring ideas for community space and beautification from inception to realization, tapping the available resources along the way." This is the role that Groundwork Minneapolis will play.

## **The Mission of Groundwork Minneapolis**

The mission of Groundwork Minneapolis is the shared mission of Groundwork USA:

To bring about the sustained regeneration, improvement and management of the physical environment by developing community-based partnerships which empower people, businesses and organizations to promote environmental, economic and social well-being.

What makes Groundwork Minneapolis unique both among the Groundwork USA network and among non-profits in the Twin Cities is that it will implement its mission through the lens of the needs of the Minneapolis neighborhoods. This work will take many forms that will not necessarily fit into the niches of the existing non-profits concentrating on brownfields (Minnesota Environmental Initiative), employment for low-income community members (Tree Trust) and environmental stewardship and restoration (Great River Greening). Groundwork Minneapolis will seek to leverage resources and work with these and other appropriate organizations and the City to add value without duplicating efforts. Groundwork's efforts will result in projects that would not be accomplished by neighborhoods without its help.

## **Groundwork's Initial Actions Projects and Programming**

Groundwork Minneapolis will be a non-profit and government collaboration builder. It will develop relationships with other non-profits and governmental units that have particular areas of expertise in green and community space redevelopment, and will bring these organizations together to implement neighborhood community space projects. Since the mission of Groundwork Minneapolis will be different from these other non-profits, it will be in a unique position to lead collaborations on behalf of neighborhoods.

Groundwork Minneapolis will focus on being fully available to neighborhoods. The Groundwork Steering Committee has secured permission to locate Groundwork Minneapolis in the Minneapolis Environmental Services Department so that it can be intimately connected with the redevelopment activities of the City. Through this close physical relationship Groundwork will be able to:

- Work closely with the Neighborhood Revitalization Board (NRP) to determine neighborhood community space needs.
- Learn more about neighborhood needs by meeting with neighborhood associations, by using the City's complaint system to identify neighborhood environmental and blight issues, and by connecting to the City's watershed planning process.
- Leverage City resources for City projects by providing services such as consensus building, visioning, project management, and construction less expensively than private contractors, and augmenting funding for these projects by soliciting donations of funds, materials, and volunteer labor from foundations and businesses. Groundwork will also likely be able to obtain contracts or project funding from government agencies such as



the City Public Works Department, the Public Works Department of Hennepin County, and the Minnesota Department of Transportation in exchange for project management and park development services.

- Use its physical proximity to other City departments to build collaborations between Groundwork and entities with which the City has contact on a regular basis that may be a source of volunteers for Groundwork projects. These organizations include schools, scouts, and recreational facilities such as the YMCA and the YWCA.
- Develop relationships with other key City executives, including the members of the Environmental Coordinating Team and the Citizens Environmental Advisory Committee (CEAC) which are in close contact with neighborhood needs.

### **Groundwork Services**

At this point, it is difficult to know the entire range of services that Groundwork might provide or coordinate. Each project will require a different suite of services. Groundwork will forge partnerships with other organizations that provide some of these services, and will develop services in house where partners are not available. Based on the Steering Committee's conversations with neighborhoods, Groundwork's services may include:

- **Project Management:** Convening and organizing teams of neighborhood residents, non-profit organizations, and government agencies to plan, design, and construct projects. Groundwork will connect neighborhoods to existing programs and services and help neighborhoods navigate through the governmental system in order to get projects completed. This will be Groundwork's primary service.
- **Identification of Properties and Projects:** Working with Minneapolis neighborhoods and their non-profit and business partners to identify properties that could result in additional community spaces.
- **Site Analysis:** Working with Minneapolis neighborhoods and their non-profit and business partners to identify ownership, contamination, and geophysical barriers to redevelopment.
- **Project Advocate:** Assisting Minneapolis neighborhoods in working with government entities.
- **Visioning:** Helping Minneapolis neighborhoods and other interested stakeholders establish a conceptual vision for a particular property.
- **Funding Finder:** Locating sources of funding for projects and helping neighborhoods apply for funding from diverse sources.
- **Project Design:** Providing project design.
- **Site Maintenance:** Helping neighborhoods plan and execute long-term maintenance for project sites thorough a volunteer Green Team program.

## Groundwork's Core Activities

Since the primary niche of Groundwork Minneapolis will be project management, core programs will depend on the needs of the neighborhoods and evolve over time. Based on interviews and site visits, however, the Steering Committee has identified some pressing neighborhood needs for which Groundwork could play an immediate and unique role. Groundwork's core programs in the next several years may include:

- Neighborhood Advocate for Large Open Space Projects
- Community Spaces Connected to Housing
- Park/Open Space Components of Industrial Projects
- Open Space Connections
- Neighborhood Parks
- Green Team Program

## Sample Projects

As part of the process to identify the unmet community space needs of Minneapolis neighborhoods, the Steering Committee considered over thirty sites that had been recommended as potential Groundwork projects by neighborhood representatives, agency staff or non-profits. The Steering Committee assessed the site characteristics, stage of project development and level of involvement by City and county agencies and non-profits. The projects with the greatest potential for near term Groundwork involvement include:

## Proposed Groundwork Projects

Priority	Project Name	Program	Timeframe to Initiate Groundwork Involvement:
High	BF Nelson	Neighborhood Advocate for Large Open Space Projects	Immediately
High	Ryan Lake	Open Space Connections	Immediately
High	Old Lowell School	Community Spaces Connected to Housing	Immediately
High	Southeast Minneapolis Industrial Area (SEMI)/Granary Park	Park/Open Space Components of Industrial Projects	Immediately
Medium	2101 Washington Street NE	Community Spaces Connected to Housing	In 6 – 12 months
Medium	Bluff Street Park	Neighborhood Advocate for Large Open Space Projects	In 6 – 12 months

## **Organizational Structure for Groundwork**

While the Steering Committee considered alternative structures for Groundwork Minneapolis, it recommends that Groundwork Minneapolis be created as an independent 501(c)(3) organization rather than becoming a program or an affiliate entity of an existing non-profit. Before reaching their decision, the Steering Committee considered refusing the remaining grant funds and incorporating the services proposed for Groundwork Minneapolis into an existing non-profit or City department.

Almost all of the non profit and government representatives interviewed recognized the need for services such as the Groundwork Minneapolis Steering Committee is proposing. Setting up the proposed services as a program within an existing non profit or government might therefore have worked. However, no existing non profit among the many to which the Steering Committee has spoken wanted to take on the mission and the range of services and programs being contemplated by the Groundwork Minneapolis Steering Committee. Likewise, local and regional governments are now scaling back services and staff, and not adding new programs.

The decision to become an independent non-profit was heavily influenced by the EPA/NPS grant requirement that Groundwork Minneapolis be an independent organization. The Steering Committee believes that the EPA/NPS grant funds are crucial to providing the much-needed neighborhood support services at this time. There are also other advantages to establishing an independent non profit affiliated with the Groundwork USA network. Groundwork USA will be soliciting funds to help sustain the network. EPA/NPS-RTCA will continue to try to secure federal funding for the Groundwork initiative in future years, some of which is distributed among established Groundwork offices to assist with operating expenses. Groundwork Minneapolis can benefit by sharing technical expertise, problem-solving strategies and experiences with the other Groundwork offices that have the same mission and similar goals as the Minneapolis effort. In addition, Groundwork USA offers an annual training event, and exposure to Groundwork UK staff.

Although this decision was not unanimous, the majority of the Steering Committee members therefore believe that the advantages of being a Groundwork USA affiliated, independent non-profit outweigh the disadvantages.

In the first several years, Groundwork Minneapolis will have a small staff consisting of a full time Executive Director and either a part time landscape architect or a part time project coordinator. The organization will rely on additional volunteer assistance by graduate students in landscape design, planning and community development from the University of Minnesota and other institutions. It will also use volunteers from neighborhoods organized into Green Teams for site clean up, project implementation and maintenance. In addition, NPS will make available one quarter of a staff planner's time for approximately the next two years (currently Holly Larson) and the Minneapolis Environmental Services Department will provide one quarter of the time of a coordinator (currently Marjorie Terrell) for at least the first year. It is anticipated that the demand for Groundwork Minneapolis services will be great and that the organization will need to supplement the staff with volunteer efforts or contract employment, particularly in the areas of landscape design.

## **Funding and Resource Development**

The Feasibility Study presents two first year budgets- one for \$95,000 including only committed funding and one for \$140,000 that includes additional fundraising and donations. Groundwork Minneapolis' start up will be partially funded with \$90,000 of operating funds made available through the NPS and EPA grant to the City. Payment is linked to the completion of required tasks, which are likely to be completed in the first two years. In addition, the City of Minneapolis will provide \$25,000 and donated office space for the organization, and the St. Anthony Park West Neighborhood Organization has allocated \$10,000 for Groundwork Minneapolis. These funding sources will need to be renewed or replaced in year two. The budgets for the second and third years are \$226,000 and \$214,000 respectively. Despite the generosity of these grants, Groundwork will need to work hard to find additional sources of operational and project funding for the first three years.

# **Feasibility Study**

## **1. Purpose and Methods**

The Groundwork Minneapolis Steering Committee, City of Minneapolis, Environmental Protection Agency and National Park Service's Rivers, Trails and Conservation Assistance Program (NPS/RTCA) commissioned this Feasibility Study to evaluate the need for a Groundwork Minneapolis organization that would focus on the conversion of blighted and brownfield property to community spaces at the Minneapolis neighborhood level consistent with the mission, goals and objectives of the Groundwork USA initiative.

The Steering Committee contracted with Martha Brand of Brand Consulting, LLC to lead this study with the assistance of staff from the Minneapolis Environmental Management Department and the NPS/RTCA. The planning process was initiated in May 2002. The consultant, staff and Steering Committee members have undertaken a thorough analysis of the need for a Groundwork Minneapolis organization including over fifty meetings with government agency and non-profit representatives working on related issues in Minneapolis. They also visited and researched over thirty potential project sites, evaluated alternatives to starting a separate non-profit, and considered many options for staffing and funding. This document describes the Steering Committee's research and findings and its recommendation to start a Groundwork Minneapolis organization.

## **2. Community Assets**

### 2.1. Background and Assets

Minneapolis was incorporated in 1856. Its current population is approximately 380,000 making it the largest city in Minnesota. Minneapolis has a long history as a residential, industrial, and transportation center due to its location on the Mississippi River and the availability of railroad lines linked to other major metropolitan areas. During the late nineteenth and early twentieth centuries, Minneapolis attracted many companies and industrial facilities, such as sawmills, power plants, grain mills, scrap metal processors and chemical manufacturers. In many cases, these facilities located in residential neighborhoods and are now blighted and/or contaminated properties. Minneapolis is still growing mainly as a result of immigration from other countries. These changing demographics provide unique opportunities for community building and cultural exchange.

Minneapolis is known for its large park amenities. There are more than 170 parks and a 55-mile parkway system. The parks are designed, built, and maintained by the Minneapolis Park and Recreation Board, an elected body separate from City Council and Mayor.

Minneapolis is also a national leader in brownfield redevelopment. A number of state and county grants and assistance programs have been available for several years to assess and cleanup contamination on parcels that will be developed to increase the tax-base or employment. In the last year, limited funding become available to assess and remediate smaller parcels for community benefits, such as parks. Citizens and businesses are beginning to view parts of the City that were abandoned years ago as desirable places to live and work.

Despite the economic investment in many commercial and industrial areas of Minneapolis, however, there are still over a thousand contaminated sites in Minneapolis. Many of the sites are small vacant lots that may have contamination, and are either not economically viable to develop, or the neighborhood has expressed a desire for a particular lot to be used for community space such as a park, open space, or public garden. Groundwork will focus on these properties.

## 2.2. Government Structure

Minneapolis is divided into thirteen Council Wards and is governed by an elected City Council and Mayor. Each of the wards is further divided into neighborhoods. There are eighty-one neighborhoods, with varying levels of formal organization and staffing. See Appendix A for a map of Minneapolis neighborhoods. Each neighborhood is represented by a president, director, and/or board. The City's Neighborhood Revitalization Program (NRP) assists and partially funds neighborhood community building efforts. NRP has a small staff of neighborhood specialists who work with neighborhood groups to improve residents' quality of life through community planning and implementation.

NRP is part of the City's larger development organization, the Minneapolis Community Development Agency (MCDA). For the past twenty years MCDA has been working to encourage economic growth through business development. MCDA has been instrumental in developing plans and working with businesses and neighborhoods to ensure that new developments are consistent with approved plans. MCDA is a quasi-independent branch of the City. Its funding is separate from the City's general fund, primarily coming from state and federal sources provided specifically for redevelopment agencies. Oversight is provided to MCDA through a board, consisting of the Minneapolis City Council and Mayor.

At the time of this Feasibility Study, Minneapolis is undergoing a major reorganization as a result of a study conducted by McKinsey & Company. The study analyzed the City's current functionality and proposed suggestions for how it could be made more efficient and constituent friendly, with particular attention to City's development functions. As a result of this study, the Minneapolis City Council voted in September 2002 to reorganize several departments in an attempt at "making Minneapolis planning and community development more effective, responsive and accountable." A newly created Office of Community Planning and Economic Development will handle the planning and development functions of the City. This new organization, which should be in place in early 2003, will include parts of several City departments, including planning and zoning, and will replace the MCDA. As the planning for this reorganization is still underway, it remains to be seen how this new structure will affect ongoing and future community development projects and partnerships.

Minneapolis has a number of other city departments working to make the entire City a better place to live, work, and play. The heads of all of these departments meet quarterly as the Environmental Coordinating Team (ECT) to discuss the environmental health of the City. They take on a wide range of issues, from energy efficient buildings to City tree preservation to ground-level ozone reduction. The Citizen Environmental Advisory Committee (CEAC) supports the work of the ECT. CEAC is comprised of eighteen appointed members from a range of environmental experiences, such as technical expertise, advocacy, industry, and general

citizenry. As key partners, NRP, individual neighborhoods, ECT, and CEAC are aware of Groundwork's activity and are interested in working together.

As mentioned previously, the Minneapolis Park and Recreation Board (the Park Board) is a government entity separate from the City. The Park Board owns several vacant, brownfield or blighted properties that neighborhoods would like to see converted to parks, including a large site on the Mississippi River in Northeast Minneapolis known as the B.F. Nelson site and a site further down the river known as the Bluff Street site. In meeting with the Park Board regarding Groundwork Minneapolis, the Superintendent has indicated general support for Groundwork. Specific partnering opportunities relating to these sites have not yet been explored in detail.

Finally, Minneapolis has a number of programs to improve the appearance of residential and business districts. The City's planning department formed a citizen advisory committee, called the Committee on the Urban Environment (CUE) to encourage the development of natural and built beauty, historic landmarks, aesthetics, cultural heritage, and other urban assets. Two of CUE's programs that have the greatest potential of collaborating with Groundwork Minneapolis are Blooming Boulevards and the Freeway Aesthetics Task Force. The Blooming Boulevards program provides incentives, such as awards and citywide recognition, to residents for beautifying their property or neighborhoods with plants and other decorative touches. The Freeway Aesthetics Task Force works with Public Works and the Minnesota Department of Transportation to create pleasant landscapes along freeway right-of-ways that might otherwise be left as expanses of overgrown vegetation.

### 2.3. The Non-Profit Landscape

Minnesota has an active and supportive non-profit environment. According to the 2002 report by the Minnesota Center for Non-profits, there were 4,610 non-profit organizations in Minnesota that employ at least one person. Approximately 90 of these have a primary mission involving the environment.

The spirit of collaboration among the non-profit organizations, government agencies, and the private sector is well developed in Minnesota. In the area of brownfield remediation and redevelopment, the Twin Cities is often considered a leader in collaborative efforts. For this and other issues, Minnesota non-profits frequently meet and work together to address current concerns and formulate future policy.

### 2.4. Existing Plans and Strategies

Recognizing the need to restore the urban core of Minneapolis and in accordance with State legislation, Minneapolis approved the Minneapolis Plan in 2000. The Plan incorporates two earlier plans, the Downtown 2010 Plan and the Mississippi River Corridor Critical Area Plan. The City is currently updating the river corridor plan to comply with the State's critical area program and the Mississippi River and Recreation Area's Comprehensive Management Plan (MNRRA/CMP). The Minneapolis Plan analyzes trends in the City's population, economic growth, and neighborhood livability; provides a vision for physical development, and identifies steps to achieve the vision. The City's vision statement, as stated in the Plan, is:

Minneapolis is a city that people choose to call home. It offers its residents a progressive tradition of good government, civic participation and a vibrant economy for business and industry. In Minneapolis, residents cherish their children, value education, embrace their diversity, respect their neighborhoods and protect their environment. Their promise to future generations is an even greater, more beautiful city than the one they inherited.

The City goals that particularly correlate with Groundwork Minneapolis are to:

3. Strengthen the participation of all citizens, including children, in the economic life of the community.
6. Preserve, enhance and create a sustainable natural and historic environment city-wide.

The Minneapolis Plan specifies policies and implementation steps analyzed at either the sector level (five sectors plus downtown) or community level (eleven total communities) to accomplish the eight City goals, in areas such as land use, public facilities, connectors and open spaces, housing and economic development. It includes future land use maps and specifies existing commercial and industrial centers, and areas with redevelopment potential, such as potential growth centers, major housing sites, activity centers and potential greenways.

The MCDA also produces plans for the City. These plans are for redevelopment of large sites or areas within the City and are generally more specific than the Minneapolis Plan. Recent plans include the:

- Glenwood Avenue Streetscape Master Plan
- Lowry Avenue Corridor Plan
- Heritage Park Master Plan
- City involvement in implementing the Bassett Creek Valley Master Plan and the Above the Falls Master Plan.
- The Southeast Minneapolis Industrial (SEMI) Master Plan

At a smaller scale, Minneapolis neighborhoods have done their own planning through the NRP, which began in 1990 and provides \$20 million/year for twenty years to assist neighborhoods with developing and implementing neighborhood action plans. (See Section 2.3) Over the last ten years, neighborhood organizations comprised of neighborhood residents, local business, and government have written plans for most of the neighborhoods. The plans outline the neighborhood desires and priorities for their neighborhood in areas such as housing, crime and safety, traffic, and youth and family. The neighborhoods that have completed the majority of the projects outlined in their initial plans are now entering a Phase II of the program. Phase II will involve developing a second stage plan to continue to work on the priorities identified in the first phase, and exploring other areas, such as the environment, that may not have been addressed previously due to more pressing issues.

The NRP Phase II goals that Groundwork Minneapolis could assist in implementing include:

- Sustaining and enhancing neighborhood capability in order to strengthen the civic involvement of all members of the community.



- Strengthening the partnerships among neighborhoods and jurisdictions to identify and accomplish shared citywide goals.
- Ensuring that government agencies learn from and respond to neighborhood plans so that public services ultimately reflect neighborhood priorities.

### **3. What is Not Getting Done**

#### **3.1. Background**

Minneapolis has some government organizations and non-profits already working on redevelopment issues. The question of whether there is a need for a Groundwork organization in Minneapolis is therefore more complex than in other cities where Groundwork organizations have been created. In his visit to the Twin Cities in August, Brooke Furio from EPA Region V stated that he would not recommend funding a new organization that duplicated the activities of an existing successful non-profit. If it were created, Groundwork would need to find a way to increase the capacity of and add value to the work of existing non-profits and government agencies.

The Groundwork Minneapolis Steering Committee and the consultant have taken this admonition seriously. As previously discussed, they conducted over thirty interviews and attended over fifty meetings with government entities, non-profits, businesses and educational institutions. A list of the organizations and contacts interviewed is attached as Appendix B.

To gather additional community input, the Steering Committee sent a survey through the NRP staff to all neighborhoods in the City asking them to identify sites in their neighborhood that they would like assistance improving. Neighborhoods were given a little over one week to submit responses. Fifteen sites were suggested, covering thirteen neighborhoods throughout the City. To follow up on the interviews and survey, Steering Committee members and the consultant toured over thirty possible project sites and met with neighborhood groups and government representatives about many of them. The Steering Committee spent at least four meetings discussing information on community needs and potential projects and services. It also met with Doug Evans, the Groundwork USA Initiative Manager for the NPS, and Brooke Furio, Brownfields Project Manager for EPA Region V, as part of the Feasibility Study process.

Finally, Steering Committee members and the consultant met multiple times with four non-profit organizations: the Minnesota Environmental Initiative (MEI), Tree Trust, Great River Greening, and the Trust for Public Land, that are working to convert land into community spaces in Minneapolis. The purpose of these meetings was to make sure that the Steering Committee understood the mission, current work, and expansion plans for these organizations. A summary of the work of these organizations in the community space area is attached as Appendix B.

#### **3.2. The Unmet Need**

Minneapolis has many vacant blighted and contaminated land and neighborhoods clearly need additional green or community spaces. What is missing is an organization that is devoted solely to the needs of Minneapolis neighborhoods and not other missions in redeveloping this land into community spaces.

Although one of the priorities is to provide quality community spaces, due to the fact that the NRP process has been focused for the last dozen years on the pressing need for housing, schools, public safety, and transportation, community green space has not yet been addressed commensurate with the desires of the neighborhoods.

In her letter dated December 7, 2001, Kathleen O'Brien, City Coordinator for the City of Minneapolis recognized this need when she stated:

While Minneapolis has a Neighborhood Revitalization Program to bring neighborhoods together for planning activities and many non-profit and government agencies with funding and expertise, there is no single organization that can work with neighborhoods to bring ideas for community space and beautification from inception to realization, tapping the available resources along the way.

This same conclusion was echoed by Bob Miller, Director of the NRP in his statement that there is a need for an organization to help Minneapolis neighborhoods assemble funding sources, acquire technical expertise and effectively manage potential projects.

Fifty interviews later, the Steering Committee has verified that what Miller and O'Brien stated at the beginning of the process is true. Many neighborhoods have long-term visions and neighborhood plans to guide community development, but many of these plans do not include community spaces, even though neighborhoods have expressed needs for additional community spaces. Based on interviews and meetings during the Feasibility Study process, the Steering Committee has concluded that most neighborhood groups lack the expertise and the funding to identify projects and pursue them through implementation. While there are government agencies such as the MCDA that have the expertise to help neighborhoods with this process, these agencies have limited staff time, often have more pressing priorities, and tend to focus on larger projects than exist at the neighborhood level. Likewise, developers are not interested in these projects unless it is part of some larger commercial, residential or industrial development.

Finally, by in large, the non-profits working on land use at the community level have carved out areas of expertise and specific types of projects within their own missions. The three non-profits whose work is the closest to the proposed work of Groundwork are MEI, Tree Trust and Great River Greening.

The mission of MEI is in part to bring together representatives from environmental organizations, businesses, community groups and government agencies to work on projects as equals. In its redevelopment work, MEI has historically focused on assessment and remediation of brownfields for non-profits. With funding from the McKnight Foundation and Hennepin County, it has recently launched a new program, called Common Spaces, to begin addressing some of the previously discussed unmet need. The program will work with communities in Hennepin County, including Minneapolis, to convert contaminated land into community assets. It is the Steering Committee's understanding that MEI does not work on implementation or maintenance issues.

Tree Trust is also working at the neighborhood level in Minneapolis, but its projects tend to be focused on its mission “to provide education and employment experiences that develop individual responsibility and environmental stewardship.” Its main programs are the Summer Youth Employment and Training Program for at-risk youth, the Adult Steps to Success job-training program and the planting and stewardship of community trees to improve the community’s natural environment. Since Tree Trust works statewide, its involvement in Minneapolis is limited. Its 2001 projects in Minneapolis included plantings in three neighborhoods, landscaping improvements at three public golf courses and one school, and maintenance of Hennepin County Railroad Authority properties including the Midtown Greenway, an off-road multiuse trail across the City.

Great River Greening is a non-profit, community based organization that restores and maintains urban natural resources in the Twin Cities in partnership with public and private landowners and citizen volunteers. Its work is focused on high quality ecological restoration and maintenance, including native planting designs; ecological inventories and restoration management plans; planting of native trees, shrubs, and smaller plants; and restoration and management activities such as exotic species removal. Until recently, Great River Greening worked only in the Mississippi River corridor. It now has expanded its scope to include the corridors of the tributaries to the Mississippi.

All of these non-profits work with communities, but their work also has an additional focus such as brownfields (MEI), employment and environmental stewardship (Tree Trust) and ecological restoration (Great River Greening.) The neighborhoods need the work that these organizations and others like them do. But they also need an entity to be there (and whose principle mission is to be there) to help them plan and then implement the kind of redevelopment to community space that meets the needs of the community.

This entity needs to be in close contact with the neighborhoods so that the neighborhoods know that this help is available and who to talk to about converting sites in their neighborhoods to community spaces. The neighborhoods generally do not have the staff or even the resources to find an entity to help them on these kinds of projects, which are often lower priority from a health and safety standpoint, but very important to creating a sense of place.

The entity also needs to be able to help the neighborhood from the point of the determination that there is a need for additional community space through the funding and construction of the project and the planning for its ongoing maintenance.

This is the niche that Groundwork Minneapolis seeks to fill. This work will take many forms that will not necessarily fit into the niches of the existing non-profits. Groundwork Minneapolis will work with these and other appropriate organizations and the City to add value to their efforts in Minneapolis neighborhoods without duplication. Groundwork Minneapolis will only pursue projects that would not be accomplished without its help.

### 3.2.1 Ryan Lake Case Study

An example of unmet neighborhood need is illustrated by the story of Ryan Lake. In the course of the interviews for this Feasibility Study, Minneapolis City Councilwoman Barbara Johnson identified a project in the Victory Neighborhood in northwest Minneapolis where

Groundwork Minneapolis could help the community convert blighted property into community space.

Ryan Lake is a small body of water on the border of Minneapolis, Robbinsdale and Brooklyn Center, with some undeveloped public lakeshore on the Minneapolis side. The Victory Neighborhood Association would like better connections within their neighborhood to the Ryan Lake area, and improvements to the public lakeshore to make it more of a neighborhood amenity.

The Ryan Lake area is separated from a 4.5 acre former pole treating facility called the BJ Carney Pole site by Osseo Road, which at this location is an elevated two-lane County highway. The BJ Carney Pole site was remediated under the Minnesota Superfund authority and will be de-listed and opened to the public in Spring 2003. The site now contains a natural surface trail surrounded by native grasses. The neighborhood would like to build a bicycle and pedestrian underpass to connect this natural system to Ryan Lake. In order to do so, easements would need to be secured over the property between the BJ Pole site and the lake. This property is likely owned by the Minnesota Department of Transportation, CP Rail, the City of Minneapolis and/or possibly others.

The neighbors in the Ryan Lake area suspect that teenagers use the dark, low quality forested area near the lakeshore at night, causing noise and litter problems. A portion of the publicly owned shore is mowed, and could use some planting. The community would like to see the area cleared of debris and converted into a passive use park, possibly with lighting.

The project represents an opportunity to improve an underused space with a negative atmosphere into a pleasant, passive recreational, neighborhood green space, with a non motorized trail connection, enhanced public shoreline, and a sense of place for their neighborhood. However, the Victory Neighborhood Association has no money in its Phase I NRP plan to use for this project, and has only one staff person.

The consultant asked MEI, Great River Greening and Tree Trust if they were interested in this project and they indicated they were not. Groundwork, however, could help the neighborhood along each step of this project, from the neighborhood visioning to finding funding to maintenance. Without help from Groundwork, the neighborhood's vision for Ryan Lake would likely go unrealized.

Initially, Groundwork could assist the neighborhood with site analysis, coordination with the governmental agencies involved, negotiation with the railroad and other landowners for a trail easement, and a neighborhood visioning session for the trail and public lakeshore area. Design work (possibly pro bono) and fundraising would follow, as well as solicitation of volunteers for a local Green Team to install and maintain plantings and other amenities. Depending on the amount of money needed for the trail materials, the funding could likely be raised from CP Rail, neighborhood businesses and industries, and possibly from government grants, such as the Federal Highway Administration's Transportation Enhancements program or National Recreational Trail program, or the State Department of Natural Resource's Local Trail Connections program. Maintenance of the trail and park area would also need to be negotiated. If the City or Park Board is unable to provide

maintenance, Groundwork could help organize a local Green Team to care for the site after the amenities are installed.

### 3.3. Summary of Need

In summary, Minneapolis has a reputation for strong and organized neighborhood groups and community based planning efforts. Many neighborhood groups have visions and development plans. Some include community spaces and others do not. There are plenty of opportunities to convert blighted or contaminated sites to community assets but neither the government nor the existing non-profits have as their primary mission helping the neighborhoods perform this task or are capable of meeting the existing need.

The Steering Committee believes that Groundwork Minneapolis should be created to fill this unmet need working in close alignment with the neighborhoods, the NRP, existing non-profits, and the City. As demonstrated below, through its staff, board, and affiliation with Groundwork USA, Groundwork Minneapolis will help neighborhoods address their needs for community spaces, build collaborations with other non-profits and government entities, and find and leverage funding to complete these projects.

## **4. Groundwork's Mission, Goals, and Objectives**

### 4.1. Mission

The mission of Groundwork Minneapolis is the shared mission of Groundwork USA:

To bring about the sustained regeneration, improvement and management of the physical environment by developing community-based partnerships which empower people, businesses and organizations to promote environmental, economic and social well-being.

What makes Groundwork Minneapolis unique both among the Groundwork USA network and also among non-profits in the Twin Cities area is that it will implement its mission through the lens of the needs of the Minneapolis neighborhoods.

### 4.2. Goal and Objectives

The goal of Groundwork Minneapolis is to improve the Minneapolis urban environment and enhance livability within the City and its neighborhoods by helping Minneapolis neighborhoods convert blighted and brownfield properties into public community spaces, including parks, recreation areas, and open/green spaces.

To accomplish the above goal, Groundwork Minneapolis will:

Coordinate collaborations between neighborhood organizations and existing non-profits and governmental agencies on community space projects;

Provide assistance to Minneapolis neighborhoods that is not being provided by existing organizations. Assistance may include but is not limited to: project management and implementation; assessment of neighborhood lands that might be appropriate for conversion to community spaces; community visioning and project design; advocacy for community space projects within the City, county, state and federal governments; finding funding; and maintenance planning and implementation;

Mobilize neighborhoods and others to provide labor and other resources for the creation of, improvements to, and maintenance of community oriented spaces; and

Achieve financial stability by developing diverse funding sources, including contractual services and corporate sponsorship for projects. Financial diversity will help limit Groundwork Minneapolis' reliance on government and private grants, and thereby contribute to the overall strength of the Minnesota non-profit community.

## **5. Groundwork Projects and Programs**

### **5.1. The Role of Groundwork in Helping Neighborhoods and Building Collaborations**

In order to know the needs of the neighborhoods and for the neighborhoods to avail themselves easily to Groundwork for this purpose, Groundwork must to be closely identified with the City and NRP. It also needs to have close relationships with the City departments that might provide help to Groundwork and the neighborhoods in creating community spaces. These departments include Public Works, the Park and Recreation Board, and the new Community Planning and Economic Development Agency (CPED).

The Groundwork Steering Committee has secured permission to locate Groundwork Minneapolis in the Environmental Services Department so that it can be intimately connected with the redevelopment activities of the City. This close relationship with the City will offer Groundwork Minneapolis five unique advantages.

First, it will enable Groundwork to work more closely with NRP including making presentations at NRP sponsored functions and meeting with neighborhood association staff to learn about neighborhood projects.

Second, Groundwork will learn more about neighborhood needs by meeting with alliances of neighborhood associations like the Mississippi Corridor Neighborhood Coalition. Groundwork staff can also use the City's complaint system to identify neighborhood environmental and blight issues. It will connect to the City's watershed planning process that is tightly tied to the neighborhoods, and the citizen participation processes for redevelopment that are connected to MCDA/CPED projects. Both of these contacts will give Groundwork the information that it needs to help neighborhoods with community space projects.

Third, Groundwork will help leverage City resources by providing services such as consensus building, visioning, project management and construction for City projects less expensively than private contractors. It can also leverage City funding by soliciting donations of cash, materials and volunteer labor from foundations and businesses. Groundwork may be able to obtain

contracts or project funding from government agencies, such as the City Public Works Department, Hennepin County Public Works Department, the Minnesota Department of Transportation, Minneapolis Environmental Management Department and the Minneapolis Park and Recreation Board, in exchange for project management and park development services. Groundwork may also be able to work on projects funded through tax levies, such as the levy imposed by the Mississippi Watershed Management Organization.

Fourth, Groundwork will use its physical proximity to other City departments to build collaboration between Groundwork and other entities that the City has contact with and may be a source of volunteers for Groundwork projects. These organizations include schools, scouts, and recreational facilities such as the YMCA and the YWCA. Community and youth involvement in Groundwork projects will be a very important component of Groundwork's efforts. Their involvement will help increase community pride and a sense of ownership of the project sites while offering skill-building opportunities for participants and increased press coverage of Groundwork projects.

Fifth, Groundwork will develop relationships with other key City executives, including the members of the Environmental Coordinating Team that meets quarterly. Groundwork will be in a good position to get on the team's agenda and to reach out to these executives to determine what help Groundwork can provide to neighborhoods to redevelop land into community assets. The Citizens Environmental Advisory Committee (CEAC) will be a great partner with Groundwork on some projects. Groundwork will work to educate CEAC on what Groundwork can do for neighborhoods and to develop joint projects.

## 5.2. Groundwork Services

At this point, it is difficult to know the entire range of services that Groundwork might provide or coordinate. Each project will require a different suite of services. Groundwork will forge partnerships with other organizations that provide some of these services, and will develop services in house where partners are not available. Based on the Steering Committee's conversations with neighborhoods, it seems that Groundwork's services may include the following spectrum:

- **Project Management:** Convening and organizing teams of neighborhood residents, non-profit organizations, and government agencies to plan, design and construct projects. Groundwork will play the role of collaborator, connecting neighborhoods to existing programs and services, and helping neighborhoods navigate through the governmental system in order to get projects completed. This will be Groundwork's primary service.
- **Identification of Properties and Projects:** Working with Minneapolis neighborhoods and their non-profit and business partners to identify properties and projects that could result in additional community spaces.
- **Site Analysis:** Working with Minneapolis neighborhoods and their non-profit and business partners to identify ownership, contamination, and geophysical barriers to redevelopment.
- **Project Advocate:** Assisting Minneapolis neighborhoods in working with government entities.
- **Visioning:** Helping Minneapolis neighborhoods and other interested stakeholders establish a conceptual vision for a particular property.

- Funding Finder: Locating sources of funding for projects and helping neighborhoods apply for funding from diverse sources.
- Project Design: Providing project designs.
- Site Maintenance: Helping neighborhoods plan and execute long-term maintenance for project sites through a Green Team program.

As Groundwork gains more experience, this list of services may change to meet the needs of Minneapolis neighborhoods.

### 5.3. Core Programs

Since the primary niche of Groundwork Minneapolis will be project management and collaboration building, core program areas will depend on the needs of the neighborhoods, and will evolve over time. Based on interviews and site visits, however, the Steering Committee has identified pressing neighborhood needs. For the next several years, Groundwork could play an immediate and unique role helping neighborhoods in these areas:

- Neighborhood Advocate for Large Open Space Projects
- Community Spaces Connected to Housing
- Park/Open Space Components of Industrial Projects
- Open Space Connections
- Neighborhood Parks
- Green Team Program

Each program is described below.

- Neighborhood Advocate for Large Open Space Projects

Neighborhoods need an advocate for large, complex community space projects. Most of the neighborhood organizations in Minneapolis have just one or no paid staff. There is just not enough capacity at the neighborhood level to take on a large open space project. Some of these sites are contaminated, some have ownership issues, and some have a history of bad relationships between neighborhoods and between government organizations and neighborhoods. The neighborhoods need help moving these projects forward, finding non-profit and government partners, and raising money to pay staff project costs.

The B.F. Nelson site exemplifies this category. The St. Anthony West neighborhood has been advocating the creation of a park on the B.F. Nelson site for over ten years. Adjacent to the Mississippi River and within the MNRRA corridor, bordered by Main Street N.E., and across the river from downtown Minneapolis, the historic uses of the site have included sawmills, shingle and tarpaper production, and vermiculite storage. The site was closed in 1975. Because of its prime location on the river, the Minneapolis Park Board acquired the site in 1985. The Park Board created a master plan in 1993, after which it held planning meetings with a citizen's advisory committee. During the course of the meetings, concerns developed about lingering contamination at the site from prior manufacturing activities. Testing has continued to the present time. Meanwhile, the Minneapolis Historical Society has



detailed the archeological richness of the area and the new Saint Anthony Falls Heritage Trail comes within four blocks of the site.

Even with promotion by the St. Anthony West Neighborhood, the B.F. Nelson site has remained a low priority for the Minneapolis Park Board because site contamination makes development of the park expensive and complex.

The president of the St. Anthony West Neighborhood is Michael Rainville, a member of the Groundwork Minneapolis Steering Committee. He feels that the park lacks an advocate that can devote the time to moving the neighborhood's agenda forward. There are no other non-profits that can play this role, as they all focus on the project and not the process. Groundwork could assume the job of keeping the Park Board on track and making small steps happen that will eventually result in a park on the site. As part of that effort, it can help identify funding sources for the Park Board.

The B.F. Nelson site is only one example of how Groundwork Minneapolis could function as a neighborhood advocate and collaboration builder. Another example is the proposed Bluff Street Park, for which Groundwork Minneapolis can play a similar neighborhood advocate/collaboration builder role. The Cedar Riverside Neighborhood in which the site is located has also indicated that it would like Groundwork to assist in getting the park tested for contaminants, cleaned up and improved for active and passive recreation.

- Provider of Community Spaces Associated with Housing

The members of the Steering Committee have spoken with several non-profit housing developers in Minneapolis about the construction of community spaces in housing developments. Minneapolis is fortunate to have an active non-profit housing development sector building affordable or mixed rate units. Even with grants and subsidies, however, there is often little time and money devoted to the design and construction of community recreation or park space as part of the development. The developers realize that play areas for children, passive recreation areas and bike/pedestrian paths are important, even essential components of their development, but all of their resources are needed to design and construct the housing units in order to keep the selling prices affordable.

The Steering Committee has talked extensively with the non-profit Project for Pride in Living (PPL) about collaborating on a project on the site of the old Lowell School in North Minneapolis. Groundwork Minneapolis would provide assistance with the community participation, design, construction and possibly the maintenance of a park that is planned for a 15-unit housing development. No other non-profit in Minneapolis is helping neighborhoods make sure that well designed community spaces are part of housing developments in their neighborhoods.

The park would be designed and constructed to reflect the neighborhood's needs with Groundwork serving as the advocate for the neighborhood and the arranger or the provider of the park design and construction and possibly maintenance. The Central Community Housing Trust is also interested in Groundwork working with neighborhoods to provide community spaces in its housing developments in Minneapolis.

- Park/Open Space Components of Industrial Projects and Buffers

The Minneapolis Department of Public Works is responsible for the design and installation of storm water management systems on City property. Often this is done in connection with the redevelopment of blighted or remediated brownfields. In most, if not all cases, the space around these systems can be designed and maintained as a community open space asset. There is no advocate for the neighborhoods in this process and as a result, many of these public properties do not serve the neighborhoods' needs, despite the existence of some money in the Public Works' budget that can be used to make these spaces neighborhood assets. City officials at the MCDA and the Department of Public Works have stated that Groundwork could play an essential role in improving the design of such systems and, as a result, increase the benefit to the surrounding neighborhoods. Groundwork would work to assess neighborhood needs, advocate on behalf of these needs and possibly design and implement some of the amenities associated with the storm water systems.

A coalition of neighborhoods, the University of Minnesota, and businesses have come together in an organization named the Southeast Minneapolis Economic Development Committee (SEED) to provide input to the City for redevelopment of 700 acres of railroad land and brownfields. The plan calls for mixed use development and restoration of elements of the historical ecosystem. If Groundwork becomes active in this area known as the SEMI, its first project would be associated with the installation of the first storm water system. A detailed description of this project is in Section 5.6 below

- Open Space Connections

Connections between existing open spaces, parks, recreational areas and trails can increase the use and enjoyment of each component part. The opportunity to pass from one area to another, such as from a City park to the Midtown Greenway, an off-street walking/biking path that will eventually connect Minneapolis' Chain of Lakes to the Mississippi River, is important for both human and ecosystem maintenance.

A good example of a possible connection project for Groundwork is the Ryan Lake project described above in Section 3.2.1.

- Neighborhood Parks

Small neighborhood parks provide places for children to play and adults to relax close to their homes, jobs, schools and day care facilities. There are many vacant, blighted lots in Minneapolis neighborhoods, some of which are currently owned by the City or County, that would make wonderful parks for the surrounding community. Many are still undeveloped because of a lack of funding and leadership at the neighborhood level.

Groundwork is not likely to work on a neighborhood park during its first year of operation. However, the vacant lot at 1601 Glenwood in the Harrison neighborhood may be a long-term project in this area. The site is owned by the MCDA and is next to a six-unit rental housing building. A park in this location would provide much needed play and open space in the community.

- Green Team

The first national initiative of Groundwork USA is to develop community action or “Green” Teams. A Green Team program recruits and manages volunteers to clean up, maintain, and sometimes install outdoor recreation facilities on properties open to the public. Teams generally pick up trash, rake leaves, paint, or do other routine maintenance using hand tools. With adequate supervision, they install playground equipment and perform other semi skilled tasks. Teams usually include youths from 14 – 17 years old with an adult supervisor (usually paid), but adults and seniors should be considered as well. An optional “service learning” approach promotes a sustainable, long-term program that includes an educational component as well as community service. Teams are sometimes funded through long-term maintenance contracts with the public agency/landowner. Groundwork Providence is available to assist other Groundwork organizations in setting up green teams.

Groundwork Minneapolis will work with schools, youth groups, places of worship, and other community service organizations to establish a Green Team Program. These teams could provide labor for park installation and maintenance. An established program such as this can help overcome some of the local governments’ concerns for long-term community space maintenance, and therefore may help get projects approved. Some of the potential sources of volunteer labor for Groundwork Minneapolis’ first projects are:

General: High school students (community service requirement), Boy Scouts/Eagle Scout projects, Girl Scouts, other youth groups, neighborhood places of worship, community service workers assigned by courts/prisoners (Sentence to Serve), REI Co-op and other recreational organizations, Sierra Club and other environmental organizations, Minnesota Conservation Corps, Americorps, Learn and Serve Program, Retired and Senior Volunteer Program (RSVP), University of Minnesota Center for Urban and Regional Affairs (CURA) student internship programs, college interns from other local colleges (InternPost), and neighborhood associations.

Ryan Lake: Floyd Olson Middle School, Brookdale Covenant Church, Henry High School

Old Lowell School: Morningstar Assembly of God, Jordan New Life Church, WISE Charter School, Urban Hope Ministries, North Community YMCA, North High School

BF Nelson: DeLaSalle High School, Edison High School, Ukrainian Event Center

SEMI: University of Minnesota fraternities, sororities, service clubs, etc., Boys and Girls Clubs, Edison High School

Groundwork Minneapolis will contact these organizations and the public agencies that own the first year project sites to establish a Green Team Program.

#### 5.4. Partners with Groundwork

In addition to NPS/RTCA, EPA, the City, NRP, the neighborhoods, MEI, Great River Greening and Tree Trust, Groundwork anticipates partnering with NPS/MNRRRA, the Mississippi Watershed Management Organization, the University of Minnesota’s Department of Landscape

Architecture and Center for Urban and Regional Affairs, the Metropolitan Council, and the Mississippi Corridor Neighborhood Coalition. In addition, other organizations and agencies have indicated an interest in partnering with Groundwork Minneapolis. Groundwork should pursue these affiliations as opportunities arise.

<u>Agency/Organization</u>	<u>Type of Program with Partnering Potential</u>
MPCA /VIC program	brownfields projects
Metropolitan Council	projects related to Council programs
Hennepin County	projects involving County land, transit or housing related projects, or brownfields
Green Institute/Greenspace Partners	projects involving community gardens, possibly co-location (rent office space)
Midtown Greenway Coalition	projects near the greenway
Project for Pride in Living	open space connected to housing projects
Common Bond	open space connected to housing projects
Central Community Housing Trust	open space connected to housing projects
Trust for Public Land	projects needing acquisition expertise

Several agencies and organizations that perform community service are also potential project partners, and may be able to provide volunteer labor or low cost assistance. Some of those active in Minneapolis include the Minnesota Conservation Corps (construction) and the University of Minnesota College of Architecture and Landscape Architecture, and Design Center for the American Urban Landscape (design).

### 5.5. Sample Projects

As part of the need identification process for this study, the Steering Committee considered over thirty sites that had been recommended as potential Groundwork projects by neighborhood representatives, agency staff or non-profits. The Steering Committee assessed the site characteristics, stage of project development, level of involvement from agencies and non-profits and other factors in order to assess the unmet needs in the City. A database of sites has been compiled, in Microsoft Access format, documenting all of the sites considered (Appendix D). Some of these sites may lead to Groundwork projects in the future, but for various reasons were less appropriate at the time of this writing. Below are the projects with the greatest potential for near term Groundwork involvement, with descriptions of the high priority projects.

### Proposed Groundwork Projects

Priority	Project Name	Program	Timeframe to Initiate Groundwork Involvement:
High	B.F. Nelson	Neighborhood Advocate for Large Open Space Projects	Immediately
High	Ryan Lake	Open Space Connections	Immediately
High	Old Lowell School	Community Spaces Connected to Housing	Immediately
High	Southeast Minneapolis Industrial Area (SEMI)	Park/Open Space Components of Industrial Projects	Immediately
Medium	2101 Washington Street NE	Community Spaces Connected to Housing	In 6 – 12 months
Medium	Bluff Street Park	Neighborhood Advocate for Large Open Space Projects	In 6 – 12 months
Medium	Plymouth Avenue	Beautification	In 6 – 12 months
Low	Richfield Yards	Park/Open Space Components of Industrial Projects	No set timeframe
Low	Bassett Creek	Park/Open Space Components of Industrial Projects	No set timeframe
Low	1601 Glenwood Avenue N	Neighborhood Parks	No set timeframe
Low	NoLo Park	Neighborhood Parks	No set timeframe
Low	2959 Aldrich Avenue N	Neighborhood Parks	No set timeframe

#### **B.F. Nelson**

The B.F. Nelson site, which is described in Section 5.5, is in the St. Anthony West neighborhood. The Minneapolis Park and Recreation Board owns the site. Phase II testing report in 2002 identified contaminants, some of which are leaching into the river. The 1993 master plan for a passive park includes trails, a boat dock, community nature interpretive center, prairie and forest restoration and a pioneer monument. The site needs to be enrolled in the Minnesota Pollution Control Agency's (MPCA's) Volunteer Investigation and Cleanup Program, have additional testing conducted, develop a remedial action plan, and be remediated before the park can be developed. The Neighborhood Association, Park Board, MPCA, and Minneapolis Environmental Management are all involved.

Groundwork's potential roles:

- Neighborhood Advocate: work with neighborhood and Park Board, and other entities to keep project progressing;

- Collaborator: identify and coordinate with other agencies and organizations for projects;
- Funding Finder: work with Park Board to identify and secure funding sources for cleanup and development. NPS/RTCA staff will not assist with this funding finder effort until the City's river corridor plan has been updated and approved by the appropriate agencies.

Next steps for Groundwork:

- Coordinate with all involved to update project status, identify critical tasks and a critical path, project needs, potential collaborators, potential funding and project schedule;
- Negotiate agreement with the Park Board and Neighborhood Association to agree upon project roles; and
- Advocate for the project to keep it moving along the identified critical path.

### **Ryan Lake Connection**

This project is described as the case study in section 3.2.1 above. The site needs community input/visioning for the trail connection and lakeshore improvements, then design and implementation. Other agencies involved include Hennepin County and MNDOT (County Hwy. 152), CP Rail, Minnesota Department of Natural Resources (water quality and fishing pier), Minneapolis Public Works, Hennepin County, and the Victory Neighborhood Association.

Groundwork's potential roles:

- Property Analysis: identify property owners and ownership issues;
- Project Management: manage in partnership with the Neighborhood Association;
- Funding Finder: identify and secure donations and funding for design and construction;
- Project Planning: coordinate community input to create a conceptual plan; and
- Green Team Coordinator: for construction and maintenance.

Next Steps for Groundwork:

- Identify all property owners and stakeholders;
- Work with CP Rail to ensure the opening of the trail on railroad land and explore additional trail easement opportunities;
- Coordinate with Neighborhood Association to establish and implement a public input strategy; and
- Work with all involved to identify project tasks, and critical path and schedule for a possible community event in summer 2003.

### **Old Lowell School Site**

The former Lowell Elementary School site is at Willow Ave. N. between 24<sup>th</sup> Ave. N. and Logan Ave, and is in the design stages for approximately 15 new single family homes with about a 12,000 square foot park, to be developed by Project for Pride in Living (PPL). PPL would like help in planning and developing the park portion of the project, so that it can concentrate on the housing portion. There are suspected petroleum-saturated soils on site from fill placed there in 1983. The Park Board is apparently not interested in working on the project. Ideas for the open space area include: a tot lot/playground, garden/memorial, seating, lighting, and an open wrought iron fence. Park construction could start in Spring 2004, after the housing is completed. The site

needs additional community input on the park components, fundraising, then design and construction. PPL, MCDA, Jordan Community Council and the Minneapolis School Board are involved.

Potential roles for Groundwork:

- Community Input Coordinator: in partnership with PPL for the park portion;
- Funding Finder: identify and secure donations and funding for the park portion;
- Project Design: obtain low cost or pro bono design assistance;
- Project Management (for park installation): recruit and coordinate volunteers and contractors; and
- Green Team Coordinator: for park installation and maintenance.

Next Steps for Groundwork:

- Coordinate with PPL, MCDA, and contracted architect to agree upon Groundwork's role;
- Possibly solicit pro bono landscape architecture services;
- Coordinate and implement a public input strategy for the park area;
- Begin soliciting project funding and donations; and
- Begin setting up Green Team program.

### **Southeast Minneapolis Industrial SEMI Area /Granary Park Site**

Within the 700 acre SEMI area, there are a variety of redevelopment projects, which could involve Groundwork. One of these is Granary Park. This approximately 20-acre planned open space is owned by MCDA, and is part of a 150-acre project for possible commercial/industrial redevelopment. Design of the site is underway, with a portion to be completed in spring 2003. The open space would be open to the public and include two storm water management ponds, other storm water management features, landscaping, rain gardens, a parkway, and trails. The SEED Committee has spent the last four years refining a Master Plan for the area. The City is interested in getting assistance in designing and possibly implementing the park portion of the project. Additional community input on the design is desired.

Potential Role for Groundwork:

- Community Input Coordinator: in partnership with MCDA;
- Project Design: assistance in designing the open space element;
- Funding Finder: assist MCDA in finding materials, donations and funding;
- Project Management: co-manage open space element with MCDA; and
- Green Team Coordinator: for park installation and maintenance.

Next Steps for Groundwork:

- Coordinate with MCDA and contracted designer to assist with design of open space elements in Spring 2003;
- Possibly solicit pro bono design (landscape architecture) assistance; and
- Identify a public input strategy and implement, in coordination with MCDA.

## 5.6. Project Selection Criteria

When selecting projects, Groundwork Minneapolis will consider, but not be limited to the following criteria:

1. Mission: The project is compatible with Groundwork Minneapolis' mission and goals.
2. Location: Project site is completely or partially within the boundaries of the City of Minneapolis.
3. Green Space: The project includes a park and/or open space element that will be open to the public.
4. Project Need: There is a legitimate need and urgency for Groundwork programs and services for the project, no other agency or group is meeting those needs on the project, and it is likely that the project will not progress at a reasonable rate without Groundwork involvement.
5. Neighborhood Support: Project is requested and/or actively supported by the neighborhood, as represented by the neighborhood organization.
6. Compatibility: The project is consistent with the City's current comprehensive plan, the Neighborhood Action Plan, and other appropriate local, regional, state, and federal planning documents and pertinent regulations.
7. Agency Support: Groundwork involvement is requested by or acceptable to the appropriate government agencies and landowner(s).
8. Public Input: The project includes reasonable opportunity for public input.
9. Program: The project falls within one or more of Groundwork Minneapolis' specified program areas.

## **6. Organizational Structure for Groundwork**

### 6.1. Corporate Structure

While the Steering Committee considered alternative structures for Groundwork Minneapolis, it recommends that Groundwork Minneapolis be created as an independent 501(c)(3) organization rather than becoming a program or an affiliate entity of an existing non-profit. Before reaching their decision, the Steering Committee considered refusing the remaining grant funds and incorporating the services proposed for Groundwork Minneapolis into an existing non-profit or City department.

Almost all of the non profit and government representatives interviewed recognized the need for services such as the Groundwork Minneapolis Steering Committee is proposing. Setting up the proposed services as a program within an existing non-profit or government might therefore have worked. However, no existing non profit among the many to which the Steering Committee has spoken wanted to take on the mission and the range of services and programs being contemplated by the Groundwork Minneapolis Steering Committee. Likewise, local and regional governments are now scaling back services and staff, and not adding new programs.

The decision to become an independent non-profit was heavily influenced by the EPA/NPS grant requirement that Groundwork Minneapolis be an independent organization. The Steering Committee believes that the EPA/NPS grant funds are crucial to providing the much-needed



neighborhood support services at this time. There are also other advantages to establishing an independent non-profit affiliated with the Groundwork USA network. Groundwork USA will be soliciting funds to help sustain the network. EPA/NPS-RTCA will continue to try to secure federal funding for the Groundwork initiative in future years, some of which is distributed among established Groundwork offices to assist with operating expenses. Groundwork Minneapolis can benefit by sharing technical expertise, problem-solving strategies and experiences with the other Groundwork offices that have the same mission and similar goals as the Minneapolis effort. In addition, Groundwork USA offers an annual training event, and exposure to Groundwork UK staff.

Although this decision was not unanimous, the majority of the Steering Committee members therefore believe that the advantages of being a Groundwork USA affiliated, independent non-profit outweigh the disadvantages.

The close programmatic ties and the cost savings that might have resulted from such a relationship with an existing non-profit will be realized in the arrangement with the City of Minneapolis described below, which avoids some potential fundraising, board membership and liability conflicts. This arrangement will also allow the Board to have more control over programs and goals, priorities, reputation, identity, establishment of strategic partnerships and management of the new organization. Finally, Groundwork's commitment to establishing untapped sources of funding such as contributions from local business should help alleviate competition for funding with other non-profits.

## 6.2. Board Members

The Steering Committee must identify a Board of Directors in order to obtain 501(c)3 status with the Internal Revenue Service. It will be important that the Board be a diverse, active, and hands on entity with the expertise and experience to guide the organization through its first three years. Especially important is experience with Minneapolis neighborhoods and city government; non-profit finance and fundraising; community participation and coalition building; project design, management and implementation; business and business generation; and the use of University interns. People recruited for Board positions should be leaders in the Minneapolis community and in their areas of expertise, and have values and interests consistent with the Groundwork Minneapolis goal and objectives. There should be a balance of private, public, community and non-profit representation on the Board.

The Board should be a volunteer (as opposed to a paid) Board and meet monthly. The Board terms should be staggered. In order to facilitate decision making, the Board should be at most twelve to fourteen people. Depending on the staff that it decides to hire, the Steering Committee should consider whether a smaller board without a landscape architect, community development director, University representative, and financial specialist would function more efficiently. The suggested composition of a Board is:

First Priority:

- Two members appointed by the Mayor
- One member representing the NRP
- One member representing Hennepin County Government
- One member representing the Minneapolis Park and Recreation Board

- One member representing the Minneapolis business community
- Four members representing Minneapolis neighborhoods in which Groundwork is active
- One representative from each neighborhood in which Groundwork has an active project as “ex officio” members, with voting rights on votes pertaining to their neighborhood’s project

Second Priority:

- One landscape architect
- One community development expert/ planner
- One member from the University of Minnesota College of Architecture and Landscape Architecture or Center for Urban and Regional Affairs
- One financial development specialist

Except for the board members appointed by the Mayor, all appointments for the first Board will be made by the Steering Committee.

### 6.3. Staffing

In the first several years, Groundwork Minneapolis will have a small staff consisting of a full time Executive Director and either a part time landscape architect or a part time project coordinator. The organization will rely on additional volunteer assistance by graduate students in landscape design, planning and community development from the University of Minnesota and other institutions. It will also use volunteers from neighborhoods for clean up of sites, project implementation and maintenance. In addition, the National Park Service will make available one quarter of a staff planner’s time for approximately the next two years (currently Holly Larson) and Minneapolis Environmental Services will provide one quarter of the time of a coordinator (currently Marjorie Terrell) to Groundwork Minneapolis for at least the first year.

Groundwork Minneapolis seeks to be a collaboration builder for neighborhood projects. As previously described, it will strive to provide some of the services required by particular projects through partnerships with other non-profit organizations that have needed expertise. These organizations would include: The Trust for Public Land for private land acquisition and creation of easements to protect community space from subsequent development; MEI for assessment and remediation of contaminated sites; Great River Greening for ecological restoration or storm water management expertise; and Tree Trust for tree planting. These services could either be paid for through grants held by these organizations or funds obtained by Groundwork, the City, the County or individual neighborhoods.

It is anticipated that the demand for Groundwork Minneapolis services will be great and that the organization will need to supplement the staff and collaborative services by volunteer efforts or contract employment, particularly in landscape design. Additional expertise might also be necessary for marketing, including brochure and materials design and distribution.

## **7. Funding and Resource Development**

### **7.1. Annual Budget for Operations, Projects and Programming**

Groundwork Minneapolis will be located in the offices of the Minneapolis Environmental Services Department for at least the first year. This will save the cost of office space, utilities, and printing and copying, tenant insurance, and other overhead. Groundwork will reassess its office needs annually, however, and consider separate office space to begin in Year Three. The proposed budget includes two estimates for the first year of operations. The first is a lean version that includes only the funding that Groundwork Minneapolis has now secured. A second version assumes some additional fundraising. Estimates for modest growth for the second and third years of operation are included.

With the exception of designing and printing brochures and other media pieces, this budget does not include marketing and outreach expenses. Initially, the primary outreach will be conducted to the neighborhoods by the Executive Director through the City of Minneapolis and the NRP. Other outreach will be done by speaking to business groups and at conferences and community meetings, participation on City committees dealing with neighborhood redevelopment, and through news articles or feature stories in the Minneapolis StarTribune and neighborhood papers and newsletters.

Project costs are estimated in the budget. However, since some of the projects have not been designed, it is difficult to estimate costs. The salary costs of the Executive Director and Project Coordinator and contract landscape design costs for working on these projects are reflected in the human resources section of the budget. It may be possible to use some staff time donated by the National Park Service and Minneapolis Environmental Services on these projects. Project estimates are for planning, design and construction, and do not include brownfield testing or clean up, acquisition, or any future maintenance. The SEMI project estimate does not include design or construction of the stormwater management ponds. The B.F. Nelson site includes some funding for public input and design, but the estimate assumes that the Park Board would be involved throughout the project and would be responsible for the majority of project costs. Grants, donations of cash and materials, and volunteer labor will be sought to cover the majority of all of the project costs.

## Groundwork Minneapolis Draft Projected Budget

	1st Year w/only committed funding	1st Year w/additional fundraising & donations	2nd Year	3rd Year
<b>INCOME</b>				
<b>Contributed Revenue</b>				
Government Grants:				
EPA/NPS-RTCA				\$25,000
After hiring ED	\$30,000	\$30,000		
Finish 1st project	\$30,000	\$30,000		
Finish promo items			\$20,000	
Final report			\$10,000	
CDBG/City of Mpls	\$25,000	\$25,000	\$25,000	\$25,000
Other govt. grants			\$40,000	\$55,000
Foundation Grants			\$12,000	\$25,000
Fundraising (cash)	\$10,000	\$30,000	\$83,000	\$26,500
Contributed Equipment		\$5,000	\$0	\$3,000
Contributed Services		\$5,000	\$8,000	\$15,000
Contributed Project Materials		\$15,000	\$20,000	\$20,000
<b>Total Contributed Revenue</b>	<b>\$95,000</b>	<b>\$140,000</b>	<b>\$218,000</b>	<b>\$193,000</b>
<b>Earned Income</b>				
Fees from Clients	\$0	\$0	\$8,000	\$12,000
Contracts	\$0	\$0	\$0	\$9,000
<b>TOTAL INCOME</b> <i>(Contributed and earned)</i>	<b>\$95,000</b>	<b>\$140,000</b>	<b>\$226,000</b>	<b>\$214,000</b>

	1st Year w/only committed funding	1st Year w/additional fundraising & donations	2nd Year	3rd Year
<b>EXPENSES</b>				
<b>Human Resources:</b>				
Salaries & Wages				
Executive Director	\$40,000	\$40,000	\$42,000	\$43,500
Program Director		\$12,500	\$25,000	\$26,000
Temporary workers				
Payroll taxes (FICA, unempl)	\$4,000	\$5,250	\$6,700	\$7,000
Employee Benefits	\$4,000	\$5,250	\$6,700	\$7,000
Accounting Fees	\$5,000	\$5,000	\$5,000	\$5,000
Prof. Fundraising Fees	\$0	\$0	\$0	\$0
Other Prof.Svcs (LA, Eng.)		\$5,000	\$8,000	\$8,000
Legal Fees	\$2,500	\$2,500	\$0	\$0
Travel & Conferences	\$1,000	\$1,000	\$1,100	\$1,200
<b>Other Operating Expenses</b>				
Capital start up expenses				
Computer(s)	\$4,000	\$6,500	\$0	\$0
Other equipment				\$5,000
Office Supplies				
Phone Service/phones	\$1,000	\$1,500	\$1,000	\$1,500
Office supplies	\$500	\$500	\$500	\$700
Postage & Shipping	\$1,000	\$1,000	\$1,000	\$1,000
Printing & Publications	\$3,000	\$3,000	\$8,000	\$4,000
Physical Facility				
Office rent	\$0	\$0	\$0	\$10,000
Utilities	\$0	\$0	\$0	\$2,000
Equip. rental & mtce.	\$0	\$0	\$0	\$500
<b>Total Operating Expenses</b>	<b>\$66,000</b>	<b>\$89,000</b>	<b>\$105,000</b>	<b>\$122,400</b>
<b>Program Service Expenses</b>				
Green Team	\$2,500	\$2,500	\$5,000	\$5,000
Projects				
Ryan Lake (1st project)	\$6,500	\$20,000		
BF Nelson	\$3,500	\$5,000	\$7,000	\$7,000
Old Lowell School	\$3,500	\$5,000	\$41,500	\$0
SEMI	\$3,500	\$4,500	\$42,000	\$0
Others			\$5,000	\$60,000
<b>Total Program Expenses</b>	<b>\$19,500</b>	<b>\$37,000</b>	<b>\$100,500</b>	<b>\$72,000</b>
<b>TOTAL EXPENSES</b>	<b>\$85,500</b>	<b>\$126,000</b>	<b>\$205,500</b>	<b>\$194,400</b>
<b>Reserve/Contingency</b>	<b>\$9,500</b>	<b>\$14,000</b>	<b>\$20,500</b>	<b>\$19,600</b>
<b>Expenses + Reserve</b>	<b>\$95,000</b>	<b>\$140,000</b>	<b>\$226,000</b>	<b>\$214,000</b>

## 7.2. Potential Sources of Funding

Groundwork Minneapolis will be partially funded in Years One and Two with \$90,000 of operating funds made available through the NPS/RTCA and EPA grant to the City of Minneapolis. In Year One, the City of Minneapolis will provide \$25,000 and donated office space for the organization, and the St. Anthony Park West Neighborhood Organization has allocated \$10,000 for Groundwork Minneapolis.

For Years Two and Three, Groundwork Minneapolis will secure a minimum of \$25,000 per year in local operating support. It will request this funding from the City of Minneapolis, which allocates funding on an annual basis and cannot commit funding beyond the current fiscal year. All or part of this operational funding match may be solicited from other local governmental sources, such as Hennepin County, the Neighborhood Revitalization Program, the Minneapolis Park and Recreation Board, and Neighborhood Associations.

Despite the generosity of these grants, Groundwork will need to work hard to find added sources of operational and project funding for the first three years. The State of Minnesota has projected a \$4.5 billion deficit for the upcoming biennium, and it is likely that there will be a very significant decrease in the amount of public grants available to non-profits such as Groundwork. In addition, the decline of the stock market has decreased the value of foundation portfolios and correspondingly the amount of money that foundations have available for grants. Because foundations generally use a three-year rolling average to determine their annual grant pool, this situation is not expected to improve in 2004 and may continue through 2005 regardless of the status of the market.

Given this situation, fundraising should be one of the top priorities of the Executive Director and the Board during the first three years. Some conventional sources of funding are described below. Innovative funding sources, however, will be extremely important to the health of the organization. One of these sources is donated materials and donated services. Depending on the need, this may be a large part of the project budget in the first several years even though it takes staff time to find these sources and to coordinate the donations.

Finally, Groundwork Minneapolis needs to seriously consider the development of services that it can contract out to other organizations. These are described in Section 7.6.

## 7.3. Public Funding Sources

The potential funding sources outlined below are only a sampling of what is known to be available. These were selected based on the first year projects and program areas. A more detailed list is included in Appendix E.

### 7.3.1 Federal Sources

#### Environmental Protection Agency Grants

Under the new brownfield legislation, EPA is offering additional grants to perform brownfield site assessment and cleanup. While the site assessment grants are only available to government and redevelopment agencies, the cleanup grants are available to non-profits. EPA can grant up to \$200,000 for assessment and cleanup on any selected property. Eligible contamination includes hazardous waste, petroleum products, asbestos, lead, and drug labs. In its grant guidelines, EPA is trying to balance greenspace and economic redevelopment uses. (Potential Project: BF Nelson)

#### Federal Highway Administration Grants

The federal transportation funding package, currently known as TEA-21, but up for reauthorization this year, includes several programs applicable to Groundwork Minneapolis: Transportation Enhancements, the National Recreational Trail Program, and the Affordable Housing Enhancement Demonstration (AHED) program. Transportation related non-motorized trails, trailhead facilities, roadside plantings and some storm water facilities are eligible for the Transportation Enhancement program, administered by state Departments of Transportation (DOT). In Minnesota, the funding is allocated to the regional DOT offices for regional transportation authorities review, approval and prioritization of applications. (Potential projects: BF Nelson and SEMI)

The National Recreational Trail Program administered by the Minnesota Department of Natural Resources (DNR), funds trails and trailhead facilities for motorized and non-motorized trails through an annual application process each March. (Potential projects: BF Nelson, SEMI and Ryan Lake)

The AHED program funds transportation facilities including sidewalks, bike paths and street improvements that directly support new or renovated affordable housing. It is administered locally by the Metropolitan Council, which offered \$3 million in funding in 2002 with applications due in November. (Potential project: Lowell School site)

### 7.3.2 State Sources

#### Minnesota Department of Natural Resources Grants

The Environmental Partnership Grants focus on community environmental service projects, such as cleaning up natural areas, environmental education, and development of exhibits. Trail development is not eligible. A portion of these funds can be used for administrative costs. Grant eligible costs must be matched 50%, and the maximum grant amount is \$50,000. Applications are due June 1. (Potential projects: Ryan Lake, BF Nelson)

The Local Trail Connections Grants support the development of short trail connections between residential and park areas. Both land acquisition and trail development are funded.

To be eligible, local government must sponsor projects. Grant funds can be used to cover administrative costs, but not to meet existing payroll. The maximum grant is 50% of eligible expenses, with a minimum of \$5,000 and maximum of \$50,000. Applications are due annually on February 28. (Potential projects: Ryan Lake, BF Nelson, SEMI)

The Minnesota ReLeaf Program funds the purchase and planting of predominantly native trees. Matching grants of up to \$25,000 are available, with a 50% match required. Applications are available for 2003 funding. (Potential projects: Ryan Lake, BF Nelson, SEMI)

The Outdoor Recreation Grants Program provides funding for acquisition and development of active recreation facilities, such as playgrounds, trails, fishing piers, athletic facilities, and swimming beaches. To be eligible, projects must be sponsored by a local government. Grant funds can be used to cover administrative costs. Maximum grant amount is 50% of total eligible project costs, with a local match for the remaining 50%. Applications are reviewed in the spring, with announcement in summer. (Potential project: Ryan Lake, BF Nelson)

#### Minnesota Historical Society Grants

The State Grants-in-Aid Program covers the cost of developing historical interpretive trails and museums. Projects that are considered National Historic Landmarks are given the highest priority, but projects that are of local significance and interpret the area's history are also eligible. Grants must be matched (in-kind, cash, or donated services/materials) 50%, and will not exceed \$7500. The grant cycle is semi-annual. (Potential project: BF Nelson)

#### 7.3.3 Local Sources

##### Hennepin County Grants

The Environmental Response Fund provides grants twice a year to government, non-profit, and private organizations (non-responsible parties) to assess and cleanup contaminated sites. Petroleum contamination is only eligible if cleanup is needed beyond what Minnesota Pollution Control Agency requires. Approximately \$500,000 is being distributed each grant cycle. The fund, which is funded by a mortgage registration tax, is authorized through January 2008. Applications are reviewed in the Spring and Fall. (Potential project: BF Nelson)

It should be noted that while each of these funding opportunities have different application procedures, any brownfield related grant application in which the City is involved must currently be channeled through the Brownfield Review Committee, coordinated by MCDA, for City Council approval. The Brownfield Review Committee reviews, discusses, and prioritizes grant applications for funding. The purpose of the group is to make sure that granting organizations are not overwhelmed by Minneapolis applications, and that the City provides clear direction for how it would like any grant money spent.



#### 7.4. Private Funding Sources

Groundwork Minneapolis anticipates that private businesses within and in the vicinity of project areas will be major sources of operating and project support, including materials donations and possibly volunteer labor. Possible sources of funding for anticipated Groundwork projects are:

##### Ryan Lake Project:

Local businesses: United Horticultural Supply, Malmborg's Garden Center, Owens Corning, GE Energy Services, metro-CAD and other businesses along 49<sup>th</sup> Ave. N.

Foundation grants: DIRT (Power Bar) trail grant, REI conservation grants, State Farm Good Neighbor Service Learning Award.

##### Old Lowell School Project:

Local businesses: Kodak Processing Labs, North Memorial Hospital, Prestige Products, Checker Auto Parts, Broadway Rental.

##### BF Nelson:

Local businesses: Superior Plating, Scherer Brothers Lumber, GRACO, Northeast Bank, Bell Manufacturing, Nygard Dimensions, Boone Trucking, B&B Adcrafters, Packaging Corporation of America, other businesses along Marshall Avenue.

##### SEMI/Granary Park:

Local businesses: Murphy Warehouse Co., Werner Electric Supply, ABC Radio, Northland Electric Supply, Pace Analytical, Home Depot (Lumber Distribution Center), Wells Fargo, Brock White Co. Construction, Syncorp, Burlington Northern Santa Fe, encompass, Ruffridge-Johnson Equipment Co., Jaeckle of MN, Northern Star, CSM Corporation, Tierney Brothers AV & Graphics, Hubbard Broadcasting/KSTP.

#### 7.5. Foundation Sources for General Operation and Projects

At least in the beginning, Groundwork will minimize its reliance on foundations. When it does apply for foundation funding, it will make every effort to avoid applications to primary funders of its collaborative partners. Some of the most promising foundations for Groundwork funding are described below. A chart in Appendix D includes additional potential grant sources.

When pursuing funding, it is important to match the projected use of the funding with the funding guidelines for each foundation. Some are willing to fund general operations and start up costs for organizations, but most are more interested in funding programs and projects. Most foundations have their funding guidelines on their website. Groundwork should pay careful attention to these guidelines and discuss them and the subject of its funding requests with program officers at the foundation before submitting a request. Foundation officers are usually willing to work with prospective grantees to develop applications that will have a better chance of yielding grants. The Foundation Center also maintains a website ([www.FoundationCenter.org](http://www.FoundationCenter.org)) that allows for grant searches by geographic region and topic of interest.

Most foundations are currently focusing on grants to organizations within a geographic area to which they have ties either by the location of the foundation or the location of members of the founding family. Based on foundation programs and areas of geographic interest, Groundwork should consider applications to the following foundations.

The Minneapolis Foundation ([www.MinneapolisFoundation.org](http://www.MinneapolisFoundation.org)) has two grant programs: Community Grantmaking, that concentrates on affordable housing, economic opportunities, educational achievement and the health and well being of children, youths, and families; and a Connections program that links non-profits to other funding sources whose programs are managed by the Minneapolis Foundation. Some businesses and law firms, for example, have foundations that are managed by the Minneapolis Foundation. Both the Community Grantmaking program (open space connected to affordable housing and parks for children) and the Connections program (general interest in providing neighborhood community spaces) might be appropriate places for Groundwork to apply for either project or operating support.

The Carolyn Foundation ([www.carolynfoundation.org](http://www.carolynfoundation.org)) historically has made twenty five percent of its grants to its environmental program and twenty nine percent to its community support program, both of which are relevant to potential Groundwork projects. It has funded the Midtown Greenway, the Lower Phalen Creek project in St. Paul, and the Parks and Trails Council of Minnesota.

The mission of the Otto Bremer Foundation ([www.fndcenter.org](http://www.fndcenter.org)) is promoting human rights. The work that Groundwork proposes to do is relevant to Articles 24-27 of the Universal Declaration of Human Rights dealing with rest and leisure, health, education and participation in the cultural activities of the community. The guidelines state that the foundation is “supportive of organizations that have an impact on the future well being of their communities and address systematic change,” which would describe Groundwork projects. The foundation has funded organizations like Groundwork that focus on making neighborhoods better places, such as the Minneapolis Center for Neighborhoods, Habitat for Humanity and the Minnesota Housing Partnership. Otto Bremer funds capacity building as well as projects and programs.

The Bush Foundation ([www.bushfound.org](http://www.bushfound.org)) has recently implemented an Ecological Health Program. Through this program, it seeks to help “preserve and protect resources in order to sustain the interdependent health of humans, animals, and ecosystems.” The work that Groundwork will do coincides with three of the topic areas: promoting human health by reducing exposure to toxins; improving water quality; and promoting decisions on land use that protect and preserve ecological health and at least three of the operating principles: community action; social equity; and incentives to balance social, economic and environmental concern.

The Minneapolis Foundation runs the Emma B.Howe Memorial Foundation program. Among other things, it funds community capacity building. It has given grants to the Midtown Greenway, the Hawthorne Community Council to implement their Neighborhood Revitalization Program plans, and the Powderhorn Redevelopment Group for operating support to build affordable housing.

Finally, the McKnight Foundation ([www.mcknight.org](http://www.mcknight.org)) funds environmental projects with an emphasis on the protection of the environment; the involvement of citizens and other stakeholders, particularly disadvantaged citizens; and the balance between environmental protection, economy and social equity. Within its program to protect the livability of the Twin Cities Metropolitan Region, McKnight makes grants to protect open spaces that shape and enhance the Twin Cities' development. It will only supply support for land rehabilitation projects when the land is owned in fee or controlled by an easement held by the applicant for another non-profit agency. It also makes grants to restore a healthy, sustainable environment in the Mississippi River basin. Improving greenways along the river corridor is part of this program. MEI has recently been funded by McKnight to do community based brownfield redevelopment to open space connections.

#### 7.6. Fee for Service

Several of the Groundwork USA organizations and many of the Groundwork Trusts in the United Kingdom generate revenue by offering services for pay. Three models are commonly used:

- 1) Traditional Model: Clients/partners pay a percentage of the total project construction cost for design and/or planning services, plus expenses.
- 2) Itemized Project Costs: Hourly rates are charged for staff salary and benefits, plus specified costs for computer and phone use, rent, supervision, etc. The costs for these items are estimated and built into project contracts. Sometimes a combination of this model and the traditional model are used. Non profits usually charge at or below market rate for these services.
- 3) Program Management Model: Staff time is charged to a project budget through an internal billing system.

The Steering Committee suggests that after the first year, Groundwork survey non-profit and for profit organizations to determine if there is a need for a service that Groundwork Minneapolis could provide for a fee.



## 8. Launching Strategies

The following chart suggests a three-year launching strategy for Groundwork Minneapolis' projects and programs, staffing, organizational issues, marketing and promotion, and fundraising.

**Launching Strategy**

	Year 1	Year 2	Year 3
Projects and Programs			
	<b>General</b> 1. Initiate and formalize partnerships with identified agencies and non profits involved in projects 2. Agree with partners on appropriate roles for Groundwork in projects	<b>General</b> 1. Continue developing partnerships for ongoing programs and projects 2. Develop partnerships for new projects 3. Generate and solicit ideas for future projects	<b>General</b> 1. Continue to develop and grow partnerships, ongoing projects and programs, and new projects.
	<b>Green Team</b> 1. Work with Groundwork USA and Groundwork Providence to develop a Green Team Program 2. Initiate program in neighborhoods with 1 <sup>st</sup> year projects 3. Seek donations of equipment and training 4. Pursue partnerships with schools and groups 5. Seek funding sources	<b>Green Team</b> 1. Continue to develop Green Team program in areas of ongoing and new projects 2. Continue to develop partnerships with long term possibilities 3. Continue to seek dedicated funding sources, such as maintenance contracts	<b>Green Team</b> 1. Continue program and grow as necessary to meet the needs in new project areas

	Year 1	Year 2	Year 3
<b>Projects and Programs, contd.</b>	<b>Ryan Lake</b> 1. Property analysis and project planning 2. Community input coordination and Green Team start up 3. Design and funding finder 4. Construction	<b>Ryan Lake</b> 1. Green Team coordination for maintenance	<b>Ryan Lake</b> 1. Green Team coordination for maintenance
	<b>BF Nelson</b> 1. Neighborhood advocate and funding finder	<b>BF Nelson</b> 1. Neighborhood advocate and funding finder	<b>BF Nelson</b> 1. Neighborhood advocate 2. Project management assistance 3. Construction
	<b>Old Lowell School</b> 1. Design and community input coordination 2. Green Team start up 3. Funding finder	<b>Old Lowell School</b> 1. Green Team coordination 2. Funding finder 3. Construction	<b>Old Lowell School</b> 1. Green Team coordination for maintenance
	<b>SEMI/Granary Park</b> 1. Community input coordination 2. Design 3. Green Team coordination 4. Funding finder 5. Construction	<b>SEMI/Granary Park</b> 1. Green Team coordination for maintenance	<b>SEMI/Granary Park</b> 1. Green Team coordination for maintenance
		<b>New Project #1</b> 1. Initiate 1 or more new projects. Possibilities include 2101 Washington St. NE, Bluff Street Park, Plymouth Ave.	<b>New Project #1</b> 1. Continue efforts on project(s) started in Year 2
			<b>New Project #2</b> 1. Initiate 1 or more new projects. Possibilities include 1601 Glenwood, Richfield Yards, Bassett Creek

	Year 1	Year 2	Year 3
<b>Staffing</b>	<ol style="list-style-type: none"> <li>1. Hire Executive Director</li> <li>2. Contract for legal assistance for incorporation</li> <li>3. Contract for bookkeeping assistance</li> <li>4. Contract for design assistance for 1<sup>st</sup> year projects, as needed</li> <li>5. Hire Project Coordinator midway through year, or part time for full year</li> </ol>	<ol style="list-style-type: none"> <li>1. Executive Director</li> <li>2. Upgrade Project Coordinator to full time</li> <li>3. Continue contracting for bookkeeping assistance</li> <li>4. Continue contracting for design assistance, or consider adding to payroll</li> </ol>	<ol style="list-style-type: none"> <li>1. Executive Director</li> <li>2. Project Coordinator</li> <li>3. Designer on payroll or contract</li> <li>4. Bookkeeping on contract</li> </ol>
<b>Organizational Issues</b>	<ol style="list-style-type: none"> <li>1. Present Groundwork to Minneapolis Environmental Coordinating Team</li> <li>2. Finalize fiscal agency and space arrangement with City</li> <li>3. Recruit and train board members</li> <li>4. Incorporate non profit</li> <li>5. File for tax exempt status</li> <li>6. Develop one year strategic plan and work plan</li> <li>7. Develop one year budget</li> <li>8. Develop 3 year business plan</li> <li>9. Initiate fundraising</li> <li>10. Recruit and train volunteers</li> </ol>	<ol style="list-style-type: none"> <li>1. Continue to develop and build partnerships</li> <li>2. Continue board training and recruitment as necessary</li> <li>3. Dissolve fiscal agency arrangement with City, if desired</li> <li>4. Staff development</li> <li>5. Continue to recruit and train volunteers</li> <li>6. Update 3 year business plan</li> <li>7. Develop one year strategic plan, work plan and budget</li> <li>8. Reassess office needs and consider separate office to begin in Year 3</li> </ol>	<ol style="list-style-type: none"> <li>1. Continue partnership efforts</li> <li>2. Continue board training</li> <li>3. Move into new office space, if appropriate</li> <li>4. Continue staff development</li> <li>5. Continue volunteer program</li> <li>6. Develop one year strategic plan, work plan and budget</li> <li>7. Update 3 year business plan</li> </ol>

	Year 1	Year 2	Year 3
<b>Marketing &amp; Promotion</b>	<ol style="list-style-type: none"> <li>1. Announce launch of Groundwork to papers, etc.</li> <li>2. Make presentations to neighborhood associations involved in 1<sup>st</sup> year projects</li> <li>3. Hold kickoff event</li> <li>4. Hold event at completion of first project (Ryan Lake)</li> <li>5. Initiate design of promotional folder</li> <li>6. Initiate design of website</li> <li>7. Initiate production of Groundwork banner</li> </ol>	<ol style="list-style-type: none"> <li>1. Produce promotional folders</li> <li>2. Launch website</li> <li>3. Produce banner</li> </ol>	<ol style="list-style-type: none"> <li>1. Maintain website</li> <li>2. Continue marketing strategies</li> </ol>
<b>Fundraising</b>	<ol style="list-style-type: none"> <li>1. Develop fundraising strategies, trying for a diverse funding stream</li> <li>2. Review grant deadlines and apply as appropriate</li> <li>3. Solicit donations of services, equipment and materials for projects and operations</li> <li>4. Consider initiating fee for service program</li> <li>5. Negotiate with appropriate agencies for open space development and/or maintenance contracts</li> </ol>	<ol style="list-style-type: none"> <li>1. Increase fundraising efforts, especially for ongoing projects</li> <li>2. Grow fee for service program</li> <li>3. Increase fundraising efforts with private sources and government agencies</li> </ol>	<ol style="list-style-type: none"> <li>1. Reassess fundraising strategies and revise as necessary</li> </ol>



## Map of Minneapolis Neighborhoods



## **APPENDIX B**

### **Interview List, by Category**

Members of the Groundwork Minneapolis Steering Committee have conducted interviews with the following agency and organization representatives during the feasibility study process, between June and November 2002. See the separate document, “Meeting Reports of Niche Interviews” for more details on the issues discussed.

#### **City of Minneapolis**

Minneapolis Community Development Agency (MCDA) - Jim Forsythe re SEMI  
MCDA-Chuck Lutz  
Neighborhood Revitalization Program (NRP) – Robert Miller  
Minneapolis Park Board – Mary Merrill Anderson  
Minneapolis Empowerment Zone  
City Council Member Barbara Johnson

#### **Other Government**

Environmental Protection Agency (EPA) Region V - Brook Furio  
Hennepin County, Housing, Comm. Works & Transit – Steve Cramer  
Hennepin County, Hennepin Community Works – Larry Blackstad & Pat Connoy  
Hennepin County, Contaminated Lands – David Jaeger  
Metropolitan Council – Kristina Smitten, etc.  
Minnesota Pollution Control Agency, VIC Program – Barbara Jackson  
University of MN, Center for Urban & Regional Affairs – William Craig

#### **Environmental Non Profits**

Friends of Bassett Creek – David Stack (phone conversation)  
Friends of Cedar Trail – Chris Carlson (phone conversation)  
Great River Greening – Deborah Karasov  
Green Institute – Michael Krause and Corrie Zoll  
Minnesota Environmental Initiative – Mike Harley and Michael Welch  
Tree Trust (May 02) - Kirk Brown and Janette Monear  
Trust for Public Land – Cordelia Pierson

#### **Community Development Non Profits**

Central Community Housing Trust – Kathryn Hansen  
Common Bond – Doug Mayo  
Northside Residents Redevelopment Council, DeAnna Smith  
Project for Pride in Living – Chris Wilson

#### **Neighborhood Organizations**

Harrison Neighborhood (Larry Hickscock)  
Holland Neighborhood Improvement Association – Kevin Reich (2101 Washington St.)  
Victory Neighborhood Association – Debbie Nelson (Ryan Lake)  
Whittier Alliance – Katie Hatt (phone)

#### **Project Groups**

Midtown Greenway Coalition – Tim Springer  
NOLO Park Work Group  
NoLo Park U of M Landscape Arch. Master’s Thesis: Ann Okerman  
Old Lowell School project: MCDA – Theresa Cunningham, PPL, Habitat, LHB Arch.

## **APPENDIX C**

### **Four Closely Related Non Profit Organizations Serving Minneapolis**

#### Minnesota Environmental Initiative (MEI)

MEI clearly sees itself as the “Brownfield Non-Profit” in Minnesota and has the funding base (including a grant from Hennepin County), the reputation, expertise and experience to begin to take on the wider range of projects. In addition to assessment, remediation design (which must be done in concert with the project design), and remediation of brownfields, which is where MEI has historically worked, MEI has funding from the McKnight Foundation to work with neighborhoods to redevelop brownfields into open spaces in a geographic region that includes Minneapolis. In addition, MEI has a proposal before the Legislative Commission on Minnesota Resources that will be acted on this coming session to redevelop large sites, some of which would likely be in Minneapolis, into open space. MEI does not plan to work on project implementation or maintenance issues under its McKnight grant.

#### Great River Greening

Great River Greening has also expanded the type and the geographic reach of its projects. Historically, and under the name Greening the Great River Park, it had a small staff and used volunteers to plant trees in vacant areas along the Mississippi River in St. Paul. Great River Greening now has a staff of approximately fourteen and is working on “ecological design and restoration” projects that connect inland areas to the urban rivers and their tributaries or to other large or connective green spaces, or contribute to the urban forest canopy. Great River Greening generally does not work on small, isolated projects unless they have eco-connections to the rivers or are important to the urban forest canopy. It is currently working on projects involving the design and installation of natural storm water systems, ecological landscaping including industrial buffering, natural plantings in schoolyards, and education.

#### Tree Trust

Tree Trust does community visioning, design planting and construction of open space, including recreational open space such as tot lots and playgrounds, both in Minneapolis and statewide. It does not get involved in brownfields or maintenance of projects. Tree Trust has a summer youth program which focuses on giving low-income urban and suburban youths a chance to earn money and develop skills while performing maintenance and construction projects for the Trust. Tree Trust also has an adult job-training program. It currently has 16 projects in Minneapolis.

#### Trust for Public Land

The Trust for Public Land (TPL) works to convert privately owned brownfields into open public spaces. It tends to work on large projects. Its main niche is community based land acquisition. Currently, it is working on the Lower Phalen Creek project in St. Paul which involves a large brownfield site owned by the Burlington Northern Santa Fe Railroad which will be converted to a publicly owned greenway. TPL is also very involved in policy issues affecting the conversion of brownfields to greenfields.

**APPENDIX D**  
**All Sites Considered for Groundwork Involvement**  
**During the Feasibility Study Process**

# **APPENDIX E** **Potential Government and Foundation Funders for Groundwork Minneapolis**

## **Government**

<b>Source</b>	<b>Purpose/Description</b>	<b>1999 Grant Amount (min/max)</b>	<b>Due Date</b>	<b>Seed Money</b>	<b>Operating Funds</b>	<b>Project Funds</b>	<b>Green Team</b>
Hennepin County - Environmental Response Fund	Funds acquisition, assessment, and remediation of brownfields for any project not eligible for other state or federal funds.		5/1, 11/1			x	
Minnesota Department of Natural Resources (DNR) Metro Greenways Planning Grants	Develop natural resource inventories and management plans, restore locally valued natural habitat, enhance open spaces in regional greenway network. Projects must be sponsored by local government					x	
DNR - Re Leaf Program	Purchase and plant native trees, educational programs. Projects must be sponsored by local government.		mid-Nov 2003				
DNR - Environmental Partnership Grant	Environmental service projects and related education activities through public/private partnerships. Projects must be sponsored by local government		3/31			x	
DNR - Outdoor Recreation Grant Program	Acquisition and development/redevelopment of outdoor recreation facilities. Projects must be sponsored by local government.		28-Feb			x	
DNR - Local Trail Connections Program	Land acquisition and trail development for short trail connections, not part of Regional Open Space System. Projects must be sponsored by local government.		28-Feb			x	
DNR - National Recreation Trail Program	Development/rehabilitation of recreational trails, trailheads. Projects must be sponsored by local government.		28-Feb			x	
DNR - Site Protection/Restoration Grants	Purchase properties or easements for interconnected parks and open spaces in metro area. Some money for restoration and management.		29-Mar			x	
DNR - Conservation Partners Grant	Cooperative habitat restoration and research projects	\$20,000 max				x	
MN Office of Environmental Assistance - Sustainable Communities Grants	Projects to restore altered/degraded sites are eligible. Will support minimum of one project in urban core/year	\$75,000 max	31-Dec			x	

MN Office of Environmental Assistance - Sustainable Communities Grants	Projects to restore altered/degraded sites are eligible. Will support minimum of one project in urban core/year	\$75,000 max	31-Dec			x	
Minnesota Historical Society - State Grants-in-Aid Program	Covers the cost of developing historical interpretive trails and museums.	\$7500 max	semi-annual			x	
Metropolitan Council - MetroEnvironment Partnership Grants	Improve water quality by reducing nonpoint source pollution in metro area. Funds can be used for education and implementation.	\$1.8M (2001)	26-Oct			x	
Mississippi National River & Recreation Area, National Park Service - Resource Protection and Enhancement Grants	Implement projects to meet goals of MNRRA corridor plan in Mississippi River corridor. Minneapolis' comp. plan must be consistent w/MNRRA CMP before projects are eligible, per enabling legislation.					x	
Rivers, Trails and Conservation Assistance Program, National Park Service - Challenge Grants	Implement projects to meet RTCA goals. Funds must be spent by end of fiscal year.	\$25,000 (entire Midwest Region)	Winter			x	
Federal Highway Administration - TEA 21	Funding can be used for transportation related non-motorized trails, trailhead facilities, roadside plantings and some stormwater facilities. MNDOT administers the fund for Minnesota. Projects are probably reviewed by Metropolitan Council.					x	
Federal Highway Administration - Affordable Housing Enhancement Demonstration (AHED)	Funds transportation facilities including sidewalks, bike paths and street improvements that directly support new or renovated affordable housing.	\$3M	November			x	

## Foundations

Source	Purpose/Description	1999 Grant Amount (min/max)	Due Date	Seed Money	Operating Funds	Project Funds	Green Team
Elmer L. and Eleanor J. Anderson Foundation	To enhance the quality of the civic, cultural, educational, environmental and social aspects of life in St. Paul and Minneapolis.	\$514,977 (\$750/\$35,000)	2/1, 5/1, 8/1, 11/1		x	x	x
Athwin Foundation	To financially assist charitable, educational, literary, scientific, and religious institutions and organizations with endeavors on behalf of public's welfare.	\$613,000 (smallest \$10,000)			x	x	x
Baker Foundation	Supports environmental education/outdoor survival; grants range in size from \$50 to \$200,000.	\$403,000 (\$50/\$200,000)					x
Otto Bremer Foundation	Supports community and neighborhood improvement and citizen participation (see sec 7.5 for more detail)	2.8M (2002) (\$4,000/\$150,000)	open		x	x	x
Bush Foundation	To enhance the capacity of nonprofit organizations to provide education, cultural programs, and social services.(see sec. 7.5 for more detail)	\$35 M (2001) (\$12,500/\$1M)	3/1, 7/1, 11/1			x	
Patrick and Aimee Butler Family Foundation	To preserve and promote stewardship of the natural environment for present and future generations. Support will be given to programs that positively impact environmental quality and encourage citizen participation in environmental issues. Giving will be l	\$1.9M (\$2,000/\$66,000)	7/8/03	x	x	x	x
Carolyn Foundation	Primary areas of emphasis are education, the arts, programs addressing social problems, health and the environment. (see sec. 7.5 for more details)	\$2.3M (2001) (\$5,000/\$100,000)	1/31 and 7/31	x	x		

Source	Purpose/Description	1999 Grant Amount (min/max)	Due Date	Seed Money	Operating Funds	Project Funds	Green Team
Cottonwood Foundation	Promoting empowerment of people, protection of the environment and respect for cultural diversity. Focuses on committed, grassroots organizations that rely strongly on volunteer effort and where foundation support will make a significant difference	\$33,000 (2001) (\$500/\$1,000)	ongoing		x	x	x
General Mills	Grants focus on family life, youth nutrition and fitness, education, and arts and culture.	\$34.9M (\$500/1.6M)	ongoing		x		x
Emma B. Howe	To support efforts that improve the lives of children, youth and their families. (see sec. 7.5 for more details)	\$2.8M (\$10,000/\$120,000)	ongoing	x			x
ESRI Conservation Program	GIS software donation program for non-profit conservation and environmental programs		ongoing		x		
Laura and Walter Hudson Foundation	Support is provided to educational, environmental, health, art & cultural, community development and social services programs	\$62,900 (\$500/\$8,000)	1-May		x		x
Huss Foundation	Provide creative and progressive support in the areas of arts and culture, environment, human services, and social change	\$575,283 (\$1,000/\$100,000)			x	x	x
Marbrook Foundation	Promote broad philanthropic objectives through grants and investments in the areas of the environment, education, spiritual endeavor, the arts, social empowerment, health, and basic human needs.	\$800,000 (\$1,000/\$50,000)	usually 6/1 and 11/1		x	x	x
McKnight Foundation	Support efforts to strengthen communities, families, and individuals, particularly those in need by providing funds in the areas of arts, environment, and research. (see sec. 7.5 for more details)	\$92.2M (4,000/\$5 M)	2/28/03 - youth program; 1/15, 4/15, 7/15, 10/15 for environment	x	x	x	x
The Minneapolis Foundation	To improve the quality of life in the community, especially for disadvantaged people. (see sec. 7.5 for more details)	\$35.6M (2002) (\$25/\$250,000)	ongoing	x	x	x	x



Source	Purpose/Description	1999 Grant Amount (min/max)	Due Date	Seed Money	Operating Funds	Project Funds	Green Team
Minneapolis Rotary Community Service Foundation	Funding education and/or capital needs focusing on youth, elderly and handicapped.	\$45,000 (2002) (\$300/\$3,000)	30-Nov	x			x
Mississippi Watershed Management Organization	The Watershed has tax levy authority and will be using some of the revenue for grants. Details are not available at this time.						
The Laura Jane Musser Fund	To support projects in the areas of children, youth, music, intercultural harmony, rural life and the environment. This includes building a community based approach to solving environmental problems and encouraging environmental stewardship	\$565,659 (\$1,000/\$200,000)	5/1, 10/15			x	x
The Nash Foundation	Provide general charitable support for the arts, environment, children and youth, community services	\$108,440 (\$600/\$10,000)	1-Sep	x	x	x	x
Smikis Foundation	Support programs that improve quality of education for pre-school and K-12 grade children, as well as programs that lead to an improved quality of life for Minneapolis residents.	\$620,000 (\$500/\$50,000)		x	x	x	x
TCF National Bank	Improve the economic and social well-being of communities	\$15,600 (\$5,600/\$10,000)	call for deadlines		x		x
U.S. Bancorp	To connect communities by providing support to organizations that improve the education and economic opportunities of targeted individuals and families; and enhance the cultural and artistic life of the community	\$22.2M (\$50/\$720,000)	call 612-973- 2440 for deadlines		x		x
Valspar Foundation	Provides grants to organized neighborhood restoration activities	\$714,814 (smallest \$25)	ongoing		x		